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# LEGISLATIVE HISTORY

Public Law 85-326  
S. 1408

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## INDEX AND SUMMARY OF S. 1408

Feb. 27, 1957	Sen. Johnston, S. C., introduced S. 1408 which was referred to the Government Operations Committee. Print of bill.
May 29, 1957	Senate committee ordered S. 1408 reported.
June 3, 1957	Senate committee reported S. 1408 with amendment. S. Report No. 398. Print of bill and report.
June 6, 1957	Senate passed S. 1408 as reported.
June 7, 1957	S. 1408 was referred to House Government Operations Committee. Print of bill as referred.
Aug. 20, 1957	House subcommittee ordered S. 1408 reported.
Jan. 15, 1958	House committee ordered S. 1408 reported.
Jan. 20, 1958	House committee reported S. 1408 without amendment. H. Report No. 1285. Print of bill and report.
Feb. 3, 1958	House passed S. 1408 without amendment.
Feb. 12, 1958	Approved: Public Law 85-326



DIGEST OF PUBLIC LAW 85-326

TRANSPORTATION ALLOWANCES FOR TRAILERS. Authorizes the payment of transportation allowances, not to exceed 20 cents per mile, to Federal employees for the transportation of a house trailer or mobile dwelling, within the continental U. S., within Alaska, or between the continental U. S. and Alaska, to be used as a residence.









85TH CONGRESS  
1ST SESSION

# S. 1408

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## IN THE SENATE OF THE UNITED STATES

FEBRUARY 27, 1957

Mr. JOHNSTON of South Carolina introduced the following bill; which was read twice and referred to the Committee on Government Operations

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## A BILL

To provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That section 1 (b) of the Act entitled "An Act to author-  
4       ize certain administrative expenses in the Government serv-  
5       ice, and for other purposes", approved August 2, 1946, as  
6       amended, is amended by adding at the end thereof the fol-  
7       lowing: "Under such regulations as the President may  
8       prescribe, any civilian officer or employee who transports a  
9       house trailer or mobile dwelling within the continental  
10      United States for use as a residence and who would other-

1 wise be entitled to transportation of household goods and  
 2 personal effects under subsection (a) shall be entitled to a  
 3 reasonable allowance, not to exceed 20 cents per mile, in lieu  
 4 of such transportation."

85TH CONGRESS  
 1ST SESSION

S. 1408

## A BILL

To provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

By Mr. JOHNSON of South Carolina

FEBRUARY 27, 1957

Read twice and referred to the Committee on Government Operations





# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued May 31, 1957  
For actions of May 29, 1957  
85th-1st, No. 91

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HIGHLIGHTS: Both Houses agreed to conference report on State, Justice, Judiciary appropriation bill. Ready for President. Senate committee reported bills to extend Reorganization Act, provide for budgeting on accrued expenditure basis, and transfer old records to Archives. Sen. Humphrey criticized Secretary's actions on corn bill. Rep. Cooley criticized Secretary's proposal for greater price-support discretion. Rep. Avery defended soil bank program. Sen. Russell and Rep. Whitten introduced and discussed cotton certificate program bill.

## SENATE

1. APPROPRIATIONS. Both Houses agreed to the conference report on H. R. 6871, the State, Justice, judiciary appropriation bill, and acted on amendments which had been reported in disagreement. This bill will now be sent to the President.  
pp. 7142, 7151-94, 7079-80
2. REORGANIZATION. The Government Operations Committee reported without amendment S. 1791, to further amend the Reorganization Act of 1949 so as to make the Act apply to reorganization plans transmitted to Congress at any time before June 1, 1959 (S. Rept. 386). p. 7135
3. BUDGETING. The Government Operations Committee reported with amendment S. 434, to provide for budgeting on an accrued expenditure basis (S. Rept. 394). p. 7135  
Sen. Humphrey spoke in favor of the bill and stated, in part, as follows:  
"It is fully recognized by the committee that if appropriations for long lead-time programs, such as the building of an aircraft carrier, are converted to the annual accrued expenditure basis, authority must be provided in the dollar amount required for forwarding contracting beyond the current budget



year in which the program is started. The committee amendment, therefore, authorizes the Appropriations Committees to grant contract authority to the executive agencies where necessary for the forward planning of long lead-time programs.

"It is also recognized that a change of this magnitude in appropriations procedures should not be approached on a governmentwide basis, but on the basis of individual appropriations where such a transformation is warranted by the budgetary situation in each Federal agency. The President, therefore, is given the broadest discretion as to implementation of the authority granted by this bill." pp. 7135-6

4. RECORDS. The Government Operations Committee reported without amendment S.1536, providing that, in general, records which are over 50 years old and have sufficient historical value shall be transferred to the Archivist (S. Rept. 388). p. 7135
5. HOUSING; RESEARCH. Passed, 69-1, with amendments H. R. 6659, the housing bill. Senate conferees were appointed. pp. 7196, 7208-39  
During debate on this bill Sen. Humphrey criticized the Secretary's actions in connection with the recent corn bill. pp. 7219-20  
In connection with an amendment by Sen. Bush to increase the interest rates on college housing loans, Sen. Williams stated that the same principle had been adopted "in connection with the finances of the Commodity Credit Corporation, when we said that Corporation should pay to the Government the average prevailing interest rate." p. 7227  
As passed by the Senate, this bill includes a provision directing the Housing and Home Finance Agency to carry out a research program on farm housing until June 30, 1959, in cooperation with the land-grant colleges.
6. BUILDINGS; DISBURSEMENTS; SAFETY; STATION TRANSFERS. The Government Operations Committee ordered reported S. 1799, to facilitate the payment of Government checks; S. 1535, to authorize GSA to make contracts for cleaning and custodial services for periods not exceeding 5 years; S. 931, to provide for reorganizing the safety functions of the Government; and S. 1408, providing allowances for transportation of house trailers by civilian employees who are transferred. pp. D469-70
7. REPORT. Both Houses received the annual report of HEW. pp. 7133, 7130
8. NOMINATION. Received the nomination of Robert Bernerd Anderson to be Secretary of the Treasury. p. 7261
9. ATOMIC ENERGY. Received from the State Department a proposed bill for U. S. participation in the International Atomic Energy Agency; to Joint Committee on Atomic Energy. p. 7133
10. FOREIGN AID. The Rules and Administration Committee reported without amendment S. Con. Res. 30, to print a compilation of studies and reports on the foreign aid program (S. Rept. 390). p. 7135
11. ELECTRIFICATION; RECLAMATION. Sen. Goldwater questioned whether there is much support for the Hells Canyon project. pp. 7140-1  
Sen. Neuberger spoke in favor of the Hells Canyon proposal. pp. 7239-42  
Sen. Morse spoke against rapid tax amortization for certain power projects, etc. pp. 7242-56
12. FLOOD CONTROL. Sen. Johnson, Tex., spoke in favor of flood control and related programs. pp. 7142-4







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued June 4, 1957  
For actions of June 3, 1957  
85th-1st, No. 94

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HIGHLIGHTS: (See page 7.)

## SENATE

1. APPROPRIATIONS. Both Houses agreed to the conference report on H.R. 6700, the Commerce Department appropriation bill for 1958. (For items of interest to this Department, see Digest 91.) pp. 7310, 7313-14, 7315-18, 7354-5. This bill will now be sent to the President.  
Sens. Johnson and Mansfield discussed the handling of appropriation bills, and the matter of the item-veto. Sen. Carlson inserted a list of 39 States giving the executive the item-veto power on appropriation bills. pp. 7287-8
2. FORESTS. Both Houses received from this Department a proposed bill to facilitate the work of the Forest Service through various changes in requirements regarding reimbursements, contracting, station transfers, employee health, property, land purchase, etc. To Senate Agriculture <sup>and Forestry</sup> Committee and House Agriculture Committee. pp. 7288, 7394
3. STATION TRANSFERS. The Government Operations Committee reported with amendment S. 1408, to provide allowances for the transportation of house trailers by transferred Government employees (S. Rept. 398). p. 7293
4. TRANSPORTATION. Received a Fla. Legislature resolution urging repeal of the excise tax on transportation. p. 7290

5. FOREIGN AID. Sen. Thurmond inserted a Charleston, S. C., Chamber of Commerce resolution protesting against the continuation of the foreign aid program. p. 7292  
Sen. Smith, N. J., inserted an article by Under Secretary of State Herter, "Why We're Still Sending Money Abroad." pp. 7296-7  
Sen. Smith, N. J., inserted Ambassador Richards' statement to the Senate Foreign Relations Committee on his recent trip to the Middle East. pp. 7297-8  
Sen. Wiley inserted a speech by David Rockefeller urging the need for a Middle East Development Authority, which Sen. Wiley described as "The type of modus vivendi which is essential to extricate that region from the rut of troubles." pp. 7299-7302
6. ELECTRIFICATION; RECLAMATION. Sen. Thurmond inserted a Charleston, S. C., Chamber of Commerce resolution opposing S. 555, which would authorize a high dam at Hells Canyon. p. 7292
7. BUILDINGS. The Government Operations Committee reported without amendment S. 1535, allowing General Services Administration to make contracts of up to 5 years for cleaning and custodial services (S. Rept. 396). p. 7293
8. PERSONNEL. The Government Operations Committee reported without amendment S. 1799, to facilitate the payment of Government checks (S. Rept. 397). p. 7293  
Passed without amendment S. 1740, to allow the payment by the Civil Service Commission of expenses incurred in maintaining the assets of certain beneficial insurance associations. pp. 7318-20
9. ST. LAWRENCE SEAWAY. Sen. Butler inserted a speech which contended that the Seaway tolls should be set high enough to recover the costs of construction, and keep all forms of transportation competitive. pp. 7308-10
10. TAX AMORTIZATION. Sen. Morse discussed and inserted editorials and articles on the tax writeoff certificate granted the Idaho Power Co. pp. 7311-13
11. RESEARCH. Sen. Morse urged the restoration of funds for the National Science Foundation and inserted five items dealing with it. pp. 7348-51
12. MARKETING. Received a report from the Federal Trade Commission for fiscal year 1956. p. 7288
13. FLOOD CONTROL. Received a proposed bill from the Secretary of the Army to amend Section 5 of the Flood Control Act of 1941 as amended, relating to emergency flood control work; to the Public Works Committee. p. 7289
14. HOUSING LOANS. Received a Calif. Legislature resolution urging that there be no increase in the interest rates on veterans' home loans. p. 7289
15. ATOMIC ENERGY. Sen. Kerr inserted an Okla. Legislature resolution urging cooperation in the U. N. with every peaceful means possible to create an international
16. WATER RESOURCES  
inquiry into t  
Dam area on th



PROVIDING ALLOWANCES FOR TRANSPORTATION OF HOUSE  
TRAILERS TO CIVILIAN EMPLOYEES OF THE UNITED STATES  
WHO ARE TRANSFERRED FROM ONE OFFICIAL STATION TO  
ANOTHER

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JUNE 3, 1957.—Ordered to be printed

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Mr. McCLELLAN, from the Committee on Government Operations,  
submitted the following

REPORT

[To accompany S. 1408]

The Committee on Government Operations, to whom was referred the bill (S. 1408), to provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another, having considered the same, report favorably thereon, with an amendment, and recommend that the bill, as amended, do pass.

The amendment is as follows:

On page 1, line 10, after the words "United States", insert a comma, and the words "within Alaska, or between the continental United States and Alaska,".

The amendment was approved on recommendation of the Bureau of the Budget, on behalf of the Department of the Interior, to make provisions of the bill applicable also to house trailers transported within Alaska, or between the continental United States and Alaska.

PURPOSE

This bill, as amended, would authorize the heads, of departments and agencies of the Government to pay a mileage allowance to civilian employees to cover the cost of transporting their house trailers when transferred from one official station to another, within the continental United States, within Alaska, or between Alaska and the continental United States. The bill further provides that the mileage allowance to be authorized will be controlled by regulations promulgated by the President of the United States, and will be paid to employees who would otherwise be entitled to the movement of household effects at Government expense. The amount to be paid will be determined by the head of the agency; however, in no instance would the amount

exceed 20 cents a mile for transportation of house trailers or mobile dwellings.

The bill further provides that the trailers would have to be used for dwelling purposes by the employee, and their movement would have to be in connection with a permanent change in duty from one official station to another. To qualify for a mileage allowance the employee would have to be entitled to transportation of his household goods and personal effects because of a change of official duty.

#### BACKGROUND

This bill, as amended, would amend section 1 of the Administrative Expenses Act of 1946 (Public Law 600, approved August 2, 1946) by adding a new subsection (c) which would permit the payment of a mileage allowance not exceeding 20 cents a mile to civilian employees, for transportation of house trailers within the continental limits of the United States, within Alaska or between the continental United States and Alaska, in the same manner as a recent amendment to the Career Incentive Act of 1955 (69 Stat. 22) which authorizes such allowances for moving house trailers of military personnel.

The Administrative Expenses Act of 1946 authorizes payment by the Government for packing, crating, hauling, and transportation of household goods and personal effects of civilian officers and employees, when transferred from one permanent official station to another. Until the amendment to the Career Incentive Act of 1955, there was no authority of law to pay for transporting house trailers of military personnel; an employee could have his household effects moved at Government expense, but the movement of trailers would have to be made at his own expense. This entailed considerable hardship and discrimination against employees who live in house trailers, since the amendment of 1955 authorized the payment to military personnel but did not provide the same entitlement to civilian employees of the Government.

Section 2, subparagraph (13) of the Career Incentive Act of 1955 (Public Law 20, 84th Cong.) provides as follows:

\* \* \* In lieu of transportation of baggage and household effects, a member of a uniformed service who transports a house trailer or mobile dwelling within the continental United States for use as a residence and who would otherwise be entitled to transportation of baggage and household effects, under this section, shall under regulations prescribed by the Secretary concerned be entitled to a reasonable allowance, not to exceed 20 cents per mile, or to the dislocation allowance authorized in this section, whichever he shall elect.

An examination of the Joint Travel Regulations, which were issued to implement this authority, indicates that payment at the rate of 20 cents per mile where a trailer is moved by a commercial transporter, but authorizes the payment of 10 cents per mile where a trailer is moved by other than a commercial transporter. The administrative limitation contained herein is intended to provide for payment of 10 cents a mile in those instances where an employee elects to move his trailer by the use of his personally owned automobile. This procedure is followed by the military departments at the present time, since it has been found that, in most instances, the person who moves

his trailer by privately owned automobile is also paid a mileage allowance for transporting himself and his family in lieu of a per diem and subsistence allowance.

#### ESTIMATE OF COST

During the consideration of an amendment to the Career Incentive Act of 1955, testimony was given before the House Armed Services Committee that, if an employee had 5,000 pounds of household effects and was transferred from Topeka, Kans., to Fort Worth, Tex., the Government would save about \$106 by moving his personal effects and house trailer on a reimbursable basis in lieu of packing, crating, and transporting his household effects by common carrier.

When the Senate Armed Services Committee considered this measure in 1955 and reported a bill (H. R. 4720) to cover the movement of house trailers for military personnel, the report (S. Rept. 125) contained the following statement:

The committee was of the opinion that it was only equitable that a serviceman who transports his trailer for use as a residence should receive an allowance. It is significant to note that the cost to the Government will be much less by awarding the mileage allowance than it would be by shipping the man's household effects by private carrier under the prescribed weight limitations.

The committee, in reporting S. 1408, agreed that, since employees who elect to ship their household goods and personal effects, when transferred from one place of employment to another, are entitled, within limitations prescribed by regulations, to the expenses of transportation, packing, crating, temporary storage, drayage, and unpacking such items, the enactment of the proposed legislation would effect savings to the Government.

#### AGENCY COMMENTS

The enactment of S. 1408 has been approved by the Comptroller General of the United States, the Director of the Bureau of the Budget, the Chairman of the Civil Service Commission, and the Deputy Administrator of Veterans' Affairs. The comments and recommendations from these agencies follow:

COMPTROLLER GENERAL OF THE UNITED STATES,  
*Washington, March 19, 1957.*

HON. JOHN L. McCLELLAN,  
*Chairman, Committee on Government Operations,  
United States Senate.*

DEAR MR. CHAIRMAN: Your letter of March 4, 1957, acknowledged March 6, requests our views upon S. 1408, which would provide authority for payment of a mileage allowance of not to exceed 20 cents per mile for transportation of house trailers of civilian employees incident to transfers of their official stations.

S. 1408 appears to be patterned after similar authority enacted for the benefit of military personnel. See section 303 (c) of the Career Compensation Act of 1949, as amended, by section 2 (13) of the Career Incentive Act of 1955 (69 Stat. 22).



We note that the regulations (par. 10004 of the Joint Travel Regulations) implementing section 303 (c) of the Career Compensation Act of 1949, as amended, permit payment at the rate of 20 cents per mile where the trailer is moved by a commercial transporter but authorize the payment of 10 cents per mile only where the trailer is moved by other than a commercial transporter. This administrative limitation—in cases where the trailer is moved by other than a commercial transporter—appears reasonable since the cost of transportation in such a case normally is substantially less than when the trailer is moved by a commercial transporter. Moreover, in many cases the employee who pulls his own trailer would receive a mileage allowance for the use of his privately owned automobile in traveling to his new station. This apparently would be separate from and in addition to the allowance authorized for the transportation of the trailer.

It may be that you would like to include a provision in the bill which would provide for a reduced allowance where the trailer is pulled by other than a commercial transporter or, in lieu thereof, one which would require the President to take such factor into consideration when prescribing regulations or rates in accordance with S. 1408.

We offer no objection to your committee's giving favorable consideration to S. 1408.

Sincerely yours,

JOSEPH CAMPBELL,  
*Comptroller General of the United States.*

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EXECUTIVE OFFICE OF THE PRESIDENT,  
BUREAU OF THE BUDGET,  
Washington, D. C., May 24, 1957.

HON. JOHN L. McCLELLAN,  
*Chairman, Committee on Government Operations,  
United States Senate, Washington, D. C.*

MY DEAR MR. CHAIRMAN: This is in response to your request of March 4, 1957, for a report on S. 1408, a bill to provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

The bill would amend section 1 (b) of the act of August 2, 1946, as amended (5 U. S. C. 73b-1) to authorize payment of not to exceed 20 cents per mile to a civilian officer or employee who, upon change of official station, transports a house trailer or mobile dwelling within the continental United States for use as a residence. The payment would be in lieu of that presently authorized by section 1 of the act for the transportation of household goods and personal effects.

The Comptroller General has held that a house trailer does not come within the purview of the terms "household goods" and "personal effects" as used in the related regulations, Executive Order 9805, as amended. He has denied payment for the transportation of a privately owned house trailer unless the transportation cost is increased on account of the household goods and personal effects being transported (32 C. G. 367 and 451).

The enactment of this bill would provide an allowance to civilian officers and employees identical to that authorized for members of the uniform services in section 2 (13) of the Career Incentive Act of



1955 (69 Stat. 22). Views have been obtained from four of the larger agencies from which your committee did not request reports. Three reported favorably and the fourth stated that no information was available upon which a recommendation could be based. The favorable report of the Department of the Interior included the suggestion that the bill be amended to make it applicable also to house trailers transported within Alaska or between the continental United States and Alaska. The amendment suggested was the insertion of the following on page 1, line 10, of the bill after "United States": ", within Alaska, or between the Continental United States and Alaska,".

The Bureau of the Budget recommends that favorable consideration of the bill, including the suggested amendment, be given by your committee.

Sincerely yours,

(Signed) PERCIVAL F. BRUNDAGE,  
*Director.*

UNITED STATES CIVIL SERVICE COMMISSION,  
*Washington, D. C., May 24, 1957.*

Hon. JOHN L. McCLELLAN,  
*Chairman, Committee on Government Operations,*  
*United States Senate,*  
*Washington, D. C.*

DEAR SENATOR McCLELLAN: This is in reply to your letter of March 4, 1957, asking for the Commission's views on S. 1408, a bill to provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

The Administrative Expenses Act of 1946 (60 Stat. 808, as amended) authorizes reimbursement for shipment of household goods and personal effects. By decision 32-CG-451, the Comptroller General ruled that house trailers "are not considered to be household goods or personal effects." By decision 32-CG-154, the Comptroller General ruled that where the personally owned trailer is towed by a personally owned automobile on the same trip on which employee transports self and family and when employee is paid mileage for use of the automobile—no reimbursement shall be provided for use of trailer in transporting household goods and personal effects. However, if the trailer is rented rather than owned by the employee, the Comptroller General has ruled that reimbursement shall be allowed at the "commuted rate" when the rented trailer is towed by the employee's personally owned automobile even though reimbursement has or will be made separately for the use of the automobile (32-CG-541 and 34-CG-29). The fact that the employee owns the trailer used for the transportation of his household goods works against him.

There are at least six other decisions of the Comptroller General that have some bearing in this matter. Some of these provide exceptions to those already cited. In our consultations with other agencies, we found a state of general confusion as to when reimbursement may or may not be made and in what amounts when trailers are used for transporting household goods and personal effects. We believe that enactment of S. 1408 would eliminate this confusion and would contribute to greater administrative efficiency.

It is our understanding that employees of the Department of Defense would be most affected by this bill. Department of Defense has a number of scientific, technical, engineering, and administrative employees residing in trailers at project sites such as missile bases. The majority of these live in trailers because of (1) lack of adequate housing, and (2) susceptibility to geographical transfer. The enactment of this bill would help in recruiting and retaining the services of such employees.

We should like to point to a precedent for allowances when trailers are used to transport household goods. The Career Incentive Act of 1955 (Public Law 20, 84th Cong.) authorizes an allowance identical to that of S. 1408 to members of the uniformed services by amending the Career Compensation Act of 1949 (63 Stat. 804). The amendment added a subsection which states: "In lieu of transportation of baggage and household effects, a member of a uniformed service who transports a house trailer or mobile dwelling within the continental United States for use as a residence and who would otherwise be entitled to transportation of baggage and household effects, under this section, shall under regulations prescribed by the Secretary concerned be entitled to a reasonable allowance, not to exceed 20 cents per mile, or to the dislocation allowance authorized in this section, whichever he shall elect."

We believe the enactment of S. 1408 would further equity among Federal employees, would clarify an area of confusion, and would help in recruiting and retaining employees in those governmental units whose activities require a very mobile work force.

We appreciate the opportunity to comment on this bill and have been advised by the Bureau of the Budget that they have no objections to the submission of this reply to your Committee.

By direction of the Commission:

Sincerely yours,

HARRIS ELLSWORTH, *Chairman.*

VETERANS' ADMINISTRATION,  
OFFICE OF THE ADMINISTRATOR OF VETERANS' AFFAIRS,  
*Washington, D. C.*

HON. JOHN L. McCLELLAN,  
*Chairman, Committee on Government Operations,  
United States Senate, Washington, D. C.*

DEAR SENATOR McCLELLAN: Further reference is made to your request for a report by the Veterans' Administration on S. 1408, 85th Congress, a bill to provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

The bill would amend section 1 (b), Public Law 600, 79th Congress, as amended, to provide for reasonable allowances, up to 20 cents per mile, for transportation within the continental United States of house trailers or mobile dwellings used as residences by employees who upon transfer of official station would otherwise be entitled to transportation of household goods and personal effects at Government expense. Civilian employees would thus be granted the same privilege given to members of the uniformed services under subsection 2 (13) of the Career Incentive Act of 1955 (Public Law 20, 84th Cong.).

Under existing law and regulations (sec. 1 (b), Public Law 600, 79th Congress, Administrative Expenses Act of 1946, as amended, and section 12, Executive Order 9805, November 25, 1946, as amended by Executive Order 10196, December 20, 1950), reimbursement on a commuted basis is authorized to be made to civilian employees who, on permanent change of station, for the convenience of the Government, transport their household goods and personal effects in privately owned vehicles. The Comptroller General has ruled consistently, however, that house trailers, as distinguished from the contents, are not within the purview of the terms "household goods" and "personal effects" as used in section 12, Executive Order 9805, as amended. Therefore, in order to support a claim for reimbursement of the costs of transporting household goods and personal effects by trailer, it has been held that the employee must produce evidence of that part of the cost of transporting the trailer which is directly attributable to the goods and effects which it contains.

The difficulties experienced by Federal employees in supporting such claims on the required basis are illustrated by the following instances in which reimbursement was denied because of insufficient evidence of additional expense caused by the movement of household effects:

1. Employee's house trailer towed by his own automobile. Employee furnished weight slips showing empty and loaded weight of trailer, and certified that the loaded weight included only his household goods (Comptroller General's Decision B-128703, August 27, 1956).

2. Employee's house trailer towed by hired mover whose charges were the same for towing an empty trailer as for a loaded trailer (32 Comp. Gen. 367, February 18, 1953).

It should be noted that under section 1 (a) of Public Law 600, 79th Congress, as amended, employees who elect to ship their household goods and personal effects are entitled, within limitations, to the expenses of transportation, packing, crating, temporary storage, drayage, and unpacking of such items.

It is not believed that enactment of the bill would materially increase the travel costs of the Veterans' Administration.

It would appear from the foregoing that civilian employees who, by necessity or choice, reside in house trailers are in a disadvantageous position as to their travel expenses involved in a change of official station. The allowances proposed by S. 1408 therefore seem desirable and would place such employees on a parity with members of the uniformed services similarly situated.

Advice has been received from the Bureau of the Budget that there would be no objection to the submission of this report to the committee.

Sincerely yours,

JOHN S. PATTERSON,  
*Deputy Administrator*

(For and in the absence of H. V. Higley, Administrator).



## CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman);

ADMINISTRATIVE EXPENSES ACT OF 1946 (60 STAT. 806, CHAPTER 744-772)

*	*	*	*	*	*	*
SEC. 1.	*	*	*			
*	*	*	*	*	*	*

(b) In lieu of the payment of actual expenses of transportation, packing, crating, temporary storage, drayage, and unpacking of household goods and personal effects, in the case of such transfers between points in continental United States, reimbursement shall be made to the officer or employee on a commuted basis (not to exceed the amount which would be allowable for the authorized weight allowance) at such rates per one hundred pounds as may be fixed by zones in regulations prescribed by the President. *Under such regulations as the President may prescribe, any civilian officer or employee who transports a house trailer or mobile dwelling within the continental United States, within Alaska, or between the continental United States and Alaska, for use as a residence and who would otherwise be entitled to transportation of household goods and personal effects under subsection (a) shall be entitled to a reasonable allowance, not to exceed 20 cents per mile, in lieu of such transportation.*

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85TH CONGRESS  
1ST SESSION

Calendar No. 405

# S. 1408

[Report No. 398]

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## IN THE SENATE OF THE UNITED STATES

FEBRUARY 27, 1957

Mr. JOHNSTON of South Carolina introduced the following bill: which was read twice and referred to the Committee on Government Operations

JUNE 3, 1957

Reported by Mr. McCLELLAN, with an amendment

[Insert the part printed in italic]

---

## A BILL

To provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled.*  
3       That section 1 (b) of the Act entitled "An Act to author-  
4       ize certain administrative expenses in the Government serv-  
5       ice, and for other purposes", approved August 2, 1946, as  
6       amended, is amended by adding at the end thereof the fol-  
7       lowing: "Under such regulations as the President may  
8       prescribe, any civilian officer or employee who transports a  
9       house trailer or mobile dwelling within the continental  
10      United States, *within Alaska, or between the continental*

1 *United States and Alaska*, for use as a residence and who  
 2 would otherwise be entitled to transportation of household  
 3 goods and personal effects under subsection (a) shall be  
 4 entitled to a reasonable allowance, not to exceed 20 cents  
 5 per mile, in lieu of such transportation."

Calendar No. 405

85TH CONGRESS  
1ST SESSION

**S. 1408**

[Report No. 398]

## **A BILL**

To provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

By Mr. JOHNSTON of South Carolina

FEBRUARY 27, 1957

Read twice and referred to the Committee on  
Government Operations

JUNE 3, 1957

Reported with an amendment







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued June 7, 1957  
For actions of June 6, 1957  
85th-1st, No. 97

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HIGHLIGHTS: Sen. Johnson announced Senate would consider Agricultural appropriation bill Tues., June 11. Senate received proposed Budget Bureau bill for greater coordination of Federal loan programs and fiscal and credit policies. Sen. Capehart inserted Asst. Secretary Butz' Vermont speech. Rep. Breeding introduced and discussed bill to modify wheat quota law.

## HOUSE

1. FOREIGN TRADE; SURPLUS DISPOSAL. The Rules Committee formally reported an open rule waiving points of order on H.R. 6974, to extend the Agricultural Trade Development and Assistance Act of 1954 (Public Law 480) for one year. p. 7573
2. EXTENSION WORK. Rep. Natcher paid tribute to the work of the 4-H Clubs in Ky. p. 7574
3. EDUCATION. Received the State Department semiannual report on the International Educational Exchange Program. p. 7602
4. PERSONNEL. The Post Office and Civil Service Committee reported with amendment H.R. 3048, relative to the charging of interest on deposits in the civil service retirement fund during certain periods of separation from the service (H. Rept. 540). p. 7603
5. SMALL BUSINESS. The Banking and Currency Committee ordered reported H.R. 7963, to extend the Small Business Act (a clean bill is to be introduced). p. D498
6. PUBLIC LANDS. Received an Ore. Legislature memorial urging legislation to finance and carry out the homesteading of the lands in the Klamath Drainage District. p. 7603

7. DEPRESSED AREAS. This Office has received copies of a House Banking and Currency Committee committee print, "Federal Assistance to Labor Surplus Areas," which are available for lending purposes only. This is a report prepared by the Legislative Reference Service of the Library of Congress and represents an analysis and summary of the major Federal programs to aid labor surplus areas, including the food distribution program of this Department.
8. FOREIGN AID. This office has received copies of H. Rept. 531, the Report of the Special Study Mission to Europe on Policy Toward the Satellite Nations, of the House Committee on Foreign Affairs, which includes comment on Polish agriculture and cotton textiles, and on Yugoslavia's use of Public Law 480 funds.

SENATE

9. BUILDINGS. Passed without amendment S. 1535, to authorize the General Services Administrator to make contracts for cleaning and custodial services for periods up to 5 years. pp. 7555-6
10. FISCAL PROCEDURES. Passed without amendment S. 1799, to facilitate the accounting procedures in the payment of Government checks. pp. 7556-7
11. STATION TRANSFERS. Passed as reported S. 1408, to authorize payment for the transportation of house trailers in the U.S. or Alaska, or between the U.S. and Alaska, in connection with station transfers of Federal employees. p. 7557
12. LOANS. Received from the Budget Bureau a proposed bill to base the interest rates for loans on the current interest on the public debt paid by the Treasury. p. 7531
13. TRANSPORTATION. The Interstate and Foreign Commerce Committee reported with amendment S. 939, to make Federal freight rate contracts binding (S. Rept. 410). p. 7532
14. APPROPRIATIONS. The Appropriations Committee reported with amendments H.R. 6500, the D.C. appropriation bill. (S. Rept. 409.) p. 7532
15. RECLAMATION. Sen. Watkins inserted an article on the Utah State Univ. course on irrigation problems and practices conducted for foreign students each summer for the past 5 years. p. 7537
16. WATER RESOURCES. Sen. Murray criticized the President for not meeting with him and other Pacific Northwest Senators, and inserted two articles, on the Benbrook Reservoir land acquisition question involving Sid Richardson, and on the President's relations with Congressmen. p. 7539
17. FOREIGN AID. Sen. Wiley inserted a speech by Harvey Williams, president of the Philco International Corp., in which he urged that Public Law 480 funds be used for loans to private investors abroad as the basis for a non-military foreign economic aid program. pp. 7539-43
18. MONETARY POLICIES; FARM LOANS. Sen. Bush inserted an editorial on the management of the public debt, and insisted that responsibility for financial management of the money market should be recognized to lie with the Federal Reserve Board. p. 7544  
Sens. Gore and Long discussed the rise in interest rates and stated that a 1% increase in farm interest rates cuts farm income 2½%. pp. 7551-2



SEC. 6. Section 2 of the act of July 11, 1947 (61 Stat. 309; 31 U. S. C. 133) and section 5 of the act of July 1, 1916, as amended (61 Stat. 309; 31 U. S. C. 154), are hereby repealed.

#### ALLOWANCES TO CIVILIAN EMPLOYEES FOR TRANSPORTATION OF HOUSE TRAILERS

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Calendar No. 405, S. 1408.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (S. 1408) to provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill which had been reported from the Committee on Government Operations with an amendment on page 1, line 10, after the word "States," to insert "within Alaska, or between the continental United States and Alaska," so as to make the bill read:

*Be it enacted, etc.,* That section 1 (b) of the act entitled "An Act to authorize certain administrative expenses in the Government service, and for other purposes," approved August 2, 1946, as amended, is amended by adding at the end thereof the following: "Under such regulations as the President may prescribe, any civilian officer or employee who transports a house trailer or mobile dwelling within the continental United States, within Alaska, or between the continental United States and Alaska, for use as a residence and who would otherwise be entitled to transportation of household goods and personal effects under subsection (a) shall be entitled to a reasonable allowance, not to exceed 20 cents per mile, in lieu of such transportation."

Mr. HUMPHREY. Mr. President, this bill was requested by the Department of the Interior. Its enactment will to a considerable extent help to ease the difficult housing situation encountered by workers going from one area to another, particularly outside the continental limits of the United States. It will result in a saving of money to the Government. The bill was reported unanimously by the Committee on Government Operations. I ask that an explanation of the bill be printed in the RECORD at this point.

There being no objection, the explanation was ordered to be printed in the RECORD, as follows:

##### PURPOSE

This bill, as amended, would authorize the heads of departments and agencies of the Government to pay a mileage allowance to civilian employees to cover the cost of transporting their house trailers when transferred from one official station to another, within the continental United States, within Alaska, or between Alaska and the continental United States. The bill further provides that the mileage allowance to be authorized will be controlled by regulations promulgated by the President of the United States, and will be paid to employees who would otherwise be entitled to the movement of household effects at Government expense.

The amount to be paid will be determined by the head of the agency; however, in no instance would the amount exceed 20 cents a mile for transportation of house trailers or mobile dwellings.

The bill further provides that the trailers would have to be used for dwelling purposes by the employee, and their movement would have to be in connection with a permanent change in duty from one official station to another. To qualify for a mileage allowance the employee would have to be entitled to transportation of his household goods and personal effects because of a change of official duty.

##### ESTIMATE OF COST

During the consideration of an amendment to the Career Incentive Act of 1955, testimony was given before the House Armed Services Committee that, if an employee had 5,000 pounds of household effects and was transferred from Topeka, Kans., to Fort Worth, Tex., the Government would save about \$106 by moving his personal effects and house trailer on a reimbursable basis in lieu of packing, crating, and transporting his household effects by common carrier.

When the Senate Armed Services Committee considered this measure in 1955 and reported a bill (H. R. 4720) to cover the movement of house trailers for military personnel, the report (S. Rept. 125) contained the following statement:

"The committee was of the opinion that it was only equitable that a serviceman who transports his trailer for use as a residence should receive an allowance. It is significant to note that the cost to the Government will be much less by awarding the mileage allowance than it would be by shipping the man's household effects by private carrier under the prescribed weight limitations."

The committee, in reporting S. 1408, agreed that, since employees who elect to ship their household goods and personal effects, when transferred from one place of employment to another, are entitled, within limitations prescribed by regulations, to the expenses of transportation, packing, crating, temporary storage, drayage, and unpacking such items, the enactment of the proposed legislation would effect savings to the Government.

The PRESIDING OFFICER. The question is on agreeing to the committee amendment.

The amendment was agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

#### DONATION OF CERTAIN RECORDS TO THE GOVERNMENT OF THE REPUBLIC OF THE PHILIPPINES

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Calendar No. 406, S. 1141.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (S. 1141) to authorize and direct the Administrator of General Services to donate to the Philippine Republic certain records captured from insurgents during 1899-1903.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill which had been reported from the Committee on Government Operations with an amendment on page 1, after line 9, to strike out:

SEC. 2. Prior to effecting such transfer, the Administrator of General Services shall cause to be made a complete microfilm copy of said records for preservation in the National Archives of the United States.

SEC. 3. There is hereby authorized to be appropriated the sum of \$35,000 to cover the costs of microfilming and of transporting said records to Manila.

And, in lieu thereof, to insert:

SEC. 2. Before effecting such transfer, the Administrator of General Services shall cause to be made a microfilm copy of each document contained in such records which the Secretary of State or his designated representative shall select for preservation in the National Archives of the United States.

SEC. 3. There is hereby authorized to be appropriated to the Administrator of General Services such sum, not exceeding \$35,000, as may be required to cover the costs of microfilming records and transporting the originals thereof to Manila in conformity with the provisions of this act.

So as to make the bill read:

*Be it enacted, etc.,* That the Administrator of General Services is authorized and directed to transfer to the Government of the Republic of the Philippines, without compensation, the records captured by United States forces from the Philippine insurgents during the period 1899-1903 and now maintained as part of record group 94 in the National Archives of the United States.

SEC. 2. Before effecting such transfer, the Administrator of General Services shall cause to be made a microfilm copy of each document contained in such records which the Secretary of State or his designated representative shall select for preservation in the National Archives of the United States.

SEC. 3. There is hereby authorized to be appropriated to the Administrator of General Services such sum, not exceeding \$35,000, as may be required to cover the costs of microfilming records and transporting the originals thereof to Manila in conformity with the provisions of this act.

The amendment was agreed to.

Mr. HUMPHREY. Mr. President, this is a procedural bill. It deals with vital records which are held by the Federal Government, and which are to be transferred from the National Archives to the Government of the Philippine Republic.

Rather than to take the time of the Senate to make a detailed explanation, I ask unanimous consent to have printed at this point in the RECORD the explanation of the bill and the amendment which is contained in the committee report.

There being no objection, the explanation from the report (No. 399) was ordered to be printed in the RECORD, as follows:

##### PURPOSE

This bill would authorize and direct the Administrator of General Services to transfer, without reimbursement, to the Philippine Government certain records now maintained by the Archivist of the United States. It further provides that certain records and documents be microfilmed by the Administrator of General Services. The sum of \$35,000 is authorized to be appropriated to defray the cost of microfilming such records as may be designated by the Secretary of State or his designated representative, prior to transfer to the Republic of the Philippines.

The purpose of the amendment is to establish a maximum to be expended to cover the cost of microfilming and transportation of the records to Manila, since it is the view of the committee that the sum of \$35,000 requested for this purpose is excessive.

The committee is of the opinion that some of these records may not be of such great im-



portance or significance as would require microfilming for retention in the files of the United States Government. Therefore, the committee approved the amendment in an effort to reduce the costs, if possible, and, further, provided that the Secretary of State, or his duly authorized representative, review the records and determine which papers should be microfilmed before released to the Philippine Republic.

**THE PRESIDING OFFICER.** The bill is open to further amendment. If there be no further amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

#### THE INESTIMABLE PRIVILEGE OF TRIAL BY JURY

**Mr. ROBERTSON.** Mr. President, for us in Virginia there is irony in the fact that in the midst of celebrating the 350th anniversary of the Jamestown settlement, where representative government on the North American continent was started, we must pause to fight a proposal sponsored by the President of the United States to abridge one of the most valued rights of self-government, namely, trial by jury.

Under the mocking label of civil rights, the President and his chief law-enforcement officer, the Attorney General, are pressing upon the Congress legislation which would undermine our constitutional liberty and restrict rights which have been cherished since colonial days.

Earlier this week the Senate committee which has been considering the so-called civil-rights bills voted to insert in the one recommended by its subcommittee an amendment assuring to defendants in civil-rights cases the same kind of protection of their right to a jury trial which is now granted in cases involving labor disputes.

On the other side of the Capitol, however, there is a bill under consideration almost identical with the Senate subcommittee's bill in which the threatened abridgment of jury rights still remains.

We do not know what the status of this provision will be in the bill which may be sent to the Senate by the other House. We cannot be sure that those who have accepted the Attorney General's viewpoint that abridgment of jury trials is the heart of the bill will not succeed in their efforts to have the Senate Judiciary Committee reverse its decision. And, in any case, we know that whenever one of these bills is considered on the floor of the Senate a major issue will be the right of trial by jury.

When the time comes for that Senate debate, which now seems inevitable, I shall say, as I have said throughout my service in the Congress, that so-called civil-rights legislation is ill considered, inadvisable and unnecessary. I shall try to point out how it would create friction and ill will that, in the long run, would harm instead of help those alleged to be its beneficiaries. And, above all, I shall try to make clear the danger that the precedent set and the forces placed in motion by such legislation would strike

another blow at the already weakened foundation of a government of balanced powers—a central government having only delegated powers with the sovereign States and the people retaining control of all others not specifically prohibited to them.

In the meantime, however, before the stage of debate on a specific bill is reached, I want to bring to the attention of the Senate the significance, as I see it, of the issue of trial by jury as it is involved in this legislation. I desire to remind the Senate of the background of the right which would be infringed and to point out that this is not a sectional matter but a fundamental one which vitally concerns the citizens of every State of the Union.

And, Mr. President, because I have high personal regard for the present occupant of the White House, it is with sorrow that I must point out the disservice he is doing to the cause of constitutional liberty, in which I am sure he too believes, when he allows the prestige of his office to be thrown behind this legislation.

What a grand opportunity the 350th anniversary of the first permanent English settlement gave the President to emulate the example of Daniel Webster on the 100th anniversary of the birth of George Washington. After praising Washington's contribution to the birth of a new nation, after extolling the benefits the people had derived from the form of government Washington had helped to frame; Webster made an eloquent plea for its preservation. He concluded with the eloquent reminder, which I have often quoted in the past, that other misfortunes may be borne and their effects overcome, but that we cannot reconstruct the fabric of demolished government.

"Who shall rear again the well-proportioned columns of constitutional liberty?" Webster asked; and he solemnly answered "If these columns fall, they will be raised not again."

I had hoped that when the President of the United States became aware of the significance of some of the proposals being made under the label of civil rights he would denounce them in the name of constitutional liberty, but I have been disappointed.

At a press conference last month the President said:

The civil rights bill is a very moderate thing, done in all decency and in a simple attempt to study the matter, see where the Federal responsibilities lie, and to move in strict accordance with the Supreme Court's decision, no faster and no further

Then, when the representative of a Virginia newspaper asked how he felt about the bill's denial of jury trials, the President replied that he was "not going to talk about that matter," and said his questioner would have to ask Attorney General Brownell, who "knows more about it than I do."

As I have said, I have high personal regard for the President and although I do not always agree with him, I frequently have been able to support his recommendations. I am not unmindful of the fact, however, that the Attorney

General is by tradition a political appointee who after he has taken office does not always abandon his partisan viewpoint and I must frankly say that my observation of the conduct in office of Mr. Brownell has not convinced me he is an exception to this rule.

Therefore, I am not willing to accept as final the word of the Attorney General as to the merits and characteristics of this and other civil rights bills, and I am concerned by the implication in the quotations I have cited that the President has placed such reliance on this subordinate official.

I am not so optimistic as to believe the President will find time to read all that I say here today, or that it will be read by the millions of citizens who have not yet realized what a chipping away of the right of trial by jury might mean to them and to their children in the future.

I am determined, however, at least to get on the record some analysis of the right of every citizen to trial by his own neighbors, which has been well called the favorite child of English law.

There is, it seems to me, Mr. President, a certain lack of logic in the argument of the sponsors of these bills. On the one hand, they protest that it is only a little thing to slip civil rights cases into the limited classifications of injunctions which may be handled without jury trials, and they say all the important legal rights of defendants still will be preserved.

On the other hand, however, the Attorney General calls the jury provision the heart of the bill, and it is coupled with such shortcutting procedures as authority to institute action whenever the Attorney General thinks someone is about to engage in acts that would violate the law, and the privilege of taking cases directly to Federal court before available State administrative remedies have been attempted.

No wonder the Washington Star, in an editorial published on April 16, 1957, said these bills contemplate a radical and even dangerous projection of the Federal judicial power, and asked: "In principle, why should not defendants in civil-rights disputes be entitled to at least the same jury protection as defendants in labor disputes?"

To give just one illustration of the meaning of these proposals regarding jury trials, let us contrast an actual case with one which might arise if the Attorney General's proposal is accepted.

On May 27, in Guntersville, Ala., where a labor dispute was in progress, there occurred a shooting in which 2 persons were killed and 6 others were wounded. A local judge then granted a temporary injunction against mass picketing. If, in that acute situation, pickets had marched, in defiance of the order, and had been arrested, they could have demanded and obtained a jury trial.

On the other hand, let us suppose that a registrar of voters in some State should refuse to register an applicant who failed to comply with some requirement of State law. Let us suppose, further, that the applicant belonged to a minority group and appealed to the Attorney







85TH CONGRESS  
1ST SESSION

# S. 1408

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IN THE HOUSE OF REPRESENTATIVES

JUNE 7, 1957

Referred to the Committee on Government Operations

---

## AN ACT

To provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

1        *Be it enacted by the Senate and House of Representa-*  
2   *tives of the United States of America in Congress assembled,*  
3   That section 1 (b) of the Act entitled "An Act to author-  
4   ize certain administrative expenses in the Government serv-  
5   ice, and for other purposes", approved August 2, 1946. as  
6   amended, is amended by adding at the end thereof the fol-  
7   lowing: "Under such regulations as the President may  
8   prescribe, any civilian officer or employee who transports a  
9   house trailer or mobile dwelling within the continental  
10   United States, within Alaska, or between the continental

1 United States and Alaska, for use as a residence and who  
2 would otherwise be entitled to transportation of household  
3 goods and personal effects under subsection (a) shall be  
4 entitled to a reasonable allowance, not to exceed 20 cents  
5 per mile, in lieu of such transportation.”

Passed the Senate June 6, 1957.

Attest:

FELTON M. JOHNSTON,

*Secretary.*





AN ACT

To provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

JUNE 7, 1957

Referred to the Committee on Government Operations





# Digest of CONGRESSIONAL PROCEEDINGS

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued August 21, 1957  
For actions of August 20, 1957  
85th-1st, No. 151

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HIGHLIGHTS: Senate agreed to conference report on bill to exempt from quotas wheat used on farm where produced. House received conference report on supplemental appropriation bill. Senate committee announced it had annulled proposed favorable report on onion futures bill. Senate committee reported bills to sell surplus cotton to U.S. mills, and to provide for greater State participation in disaster relief. Sens. Humphrey and Carroll criticized Secretary for failure to testify on REA loan authority; Sen. Allott defended Secretary.

### HOUSE

1. SUPPLEMENTAL APPROPRIATION BILL FOR 1958. Received the conference report on this bill, H.R. 9131 (H. Rept. 1207) (pp. 14026-30). As reported the bill provides \$4 million for ARS for eradication of screwworms and fireants (instead of \$5 million as proposed by the Senate). The amount of \$3.5 million added by the Senate for poultry inspection was reported in disagreement, but the statement of the House managers says a motion will be offered to concur with the Senate amendment, with an amendment to provide \$1,300,000 instead of \$3.5 million as proposed by the Senate. The item of \$25 million for emergency conservation measures was reported in disagreement. The item to authorize the use of not to exceed \$50,000 of the funds appropriated for forest land management in 1958 for the acquisition of sites for buildings outside the national forests with other limitation, was reported in disagreement.
2. MILITARY CONSTRUCTION. Agreed to the conference report on H.R. 8240, the military housing construction authorization bill, including a provision for the use of foreign currencies acquired under Public Law 480 for the construction of military family housing units in foreign countries (pp. 14030-34). This bill will now be sent to the President.



3. ATOMIC ENERGY. Agreed to the conference report on H.R. 8996, authorizing appropriations for the AEC to acquire or construct power reactor facilities (pp. 14037-42). The report had been submitted by the conference committee earlier (H. Rept. 1204)(p. 14054).
4. PERSONNEL. The Post Office and Civil Service Committee reported with amendment S. 1411, to give agencies discretion in either suspending or retaining on duty a Federal employee prior to security hearings (H. Rept. 1201). p. 14054
5. STATION TRANSFERS. A subcommittee of the Government Operations Committee ordered reported S. 1408, to provide allowances for transportation of house trailers to civilian employees of the U.S. who are transferred from one official station to another. p. D806
6. RECLAMATION. The Interior and Insular Affairs Committee ordered reported with amendment S. 1996, to approve the contract negotiated with the Casper-Alcova Irrigation District and to provide that the excess-land provision of the Federal reclamation laws shall not apply to the lands of the Kendrick project, Wyo.. p. D807
7. RICE; FISHERIES. A subcommittee of the Merchant Marine and Fisheries Committee ordered reported with amendment S. 1552, to develop methods for the commercial production of fish on flooded rice acreage in rotation with rice field crop. p. D807

SENATE

8. WHEAT. Agreed to the conference report on S. 959, to exempt certain wheat producers from liability where all the wheat crop is fed or used for seed or food on the farm where produced (See Digest 149). This bill will now be sent to the President. pp. 13984-5
9. REA LOANS. Sens. Humphrey, Carroll, Morton, Allott, and Aiken discussed the alleged change in REA loan authority, which Sen. Humphrey contended was a violation of the Secretary's promises when the Reorganization Act was adopted, and Sen. Carroll charged was a basic change in policy violating the REA Act. Sen. Allott defended the Secretary. pp. 13998-14005, 14006-8
10. ELECTRIFICATION; RECLAMATION. Passed with an amendment S. 2757, to authorize construction of the Burns Creek Project, Ida.. The amendment, by Sen. Anderson, provided that all lands acquired within the exterior boundaries of a national forest and not used by the project shall become national forest lands. pp. 13995, 13997-8
11. WATER RESOURCES. Concurred in the House amendment to S. 2431, granting Congressional consent to the Ore.-Calif. compact on the Klamath River Basin. This bill will now be sent to the President. p. 13992  
At the request of Sen. Talmadge, passed over S. Con. Res. 28, to authorize the compilation and printing of materials relating to the development of the water resources of the Columbia River. p. 13947  
Both Houses received from the Budget Bureau plans for improvement works on the Bayou Nexipique watershed, La., and the Alamo Arroyo and Diablo Arroyo watershed, Tex.. pp. 13919, 14054
12. ONIONS. The Daily Digest states that the Agriculture and Forestry Committee annulled its proposed favorable report without amendment on S. 778, to prohibit trading in onion futures in commodity exchanges. p. D804





# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued January 16, 1958  
For actions of January 15, 1958  
85th-2nd, No. 6

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HIGHLIGHTS: Senate committee approved amendments to pay bills. House received from Interior Klamath Indian forest acquisition bill.

## SENATE

### 1. PERSONNEL. The "Daily Digest" states as follows:

"Committee on Post Office and Civil Service: Committee met in executive session and approved several amendments which will be offered as committee amendments to S. 27, to increase the rates of basic compensation of officers and employees in the field service of the Post Office Department, and S. 734, to revise the basic compensation schedules of the Classification Act of 1949, both of which bills are now on the Senate Calendar. Major amendments agreed upon by the committee would (1) make the provisions of both bills effective retroactive to the first pay period after October 1, 1957, (2) provide additional \$240 temporary cost-of-living increase to postal employees in the lower five grades, and make this provision effective for 3 years instead of 2 years as in the present version of the bill, (3) change entrance level for college graduates into classified positions from grade GS-5 to GS-7, (4) raise ceiling of grade GS-18 from \$16,000 to \$17,500, and make appropriate adjustment in grades GS-15 through GS-17 to keep proper relationship between the grades, and (5) add 295 scientific positions to the Department of Defense." p. D17

An issuance from the White House, dated January 14, states as follows: "The President has promised that the Administration would support military and civilian pay legislation needed to attract and retain the trained personnel the Government must have to carry out its national defense and other activities.

". . . Last fall the President said, in withholding approval of the civilian pay bill, that an inquiry would be made into the need for adjustments in the structure of Executive Branch pay systems and that in the event this



inquiry demonstrated the need for adjustments recommendations would be made early in the next session of Congress.

"Studies that have been made on this subject, including the Cordiner Committee recommendations on civilian pay, point conclusively to the gap between Federal and non-Federal salaries. The Cordiner Committee was concerned, for the Department of Defense employs over 50% of all civilians under the Classification Act.

"Accordingly, Classification Act adjustments will be proposed to provide an increase of at least 6% to all grades of employees.

"The proposal includes as the primary objective more adequate compensation for those whose present salaries are shown to be substantially less than salaries for non-Federal employment, when compared with positions of similar responsibility. The proposed realignment of the Classification Act pay schedule affects particularly the middle and top bracket levels, which include the thousands of employees in the scientific, engineering, managerial and other professional categories.

"The changes are designed to retain, as well as recruit, in the Federal services, the hundreds of different kinds of skilled and needed professional people. This realignment will establish greater inter-grade differentials in the upper grades, thus eliminating as much as possible the compression which has occurred in those grades in recent years.

"The entrance level for college recruitment and the intermediate salary rates for scientific, professional and managerial grades are adjusted upward. In addition, pay incentives are provided for those who demonstrate marked proficiency in doing their work.

"Finally, the Administration proposal removes altogether the numerical limitations on the three highest grades. There are now only 1226 employees of a total of nearly one million under the Classification Act who can receive from \$12,900 to \$16,000 per year. The elimination of this ceiling is regarded as essential in order to permit more reasonable salaries for key scientists and executives.

"It is believed that the removal of the numerical limitation on the higher grades, the increase in the pay ceiling, the higher entrance level for college graduates and the incentive payment for high proficiency will make the pay structure of Government service more equitable to scientific and managerial personnel as well as to attract more able young people to the Government service."

#### HOUSE

2. FORESTRY. Received from the Interior Department a proposed bill "to amend the act terminating Federal supervision over the Klamath Indian Tribe by providing in the alternative for private or Federal acquisition of the part of the tribal forest that must be sold, and for other purposes"; to Interior and Insular Affairs Committee. p. 433.
3. STATION TRANSFERS. The Government Operations Committee ordered reported S. 1408, to provide allowances for transportation of house trailers to civilian employees of the U. S. who are transferred from one official station to another. p. D18
4. PAY INCREASES. Rep. Addonizio urged prompt passage of legislation to increase the pay of Federal employees. p. 417
5. ELECTRIFICATION. Rep. Hosmer reviewed the development of electric power from atomic energy, both in the U. S. and other countries. pp. 384-400







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued January 21, 1958  
For actions of January 20, 1958  
85th-2nd, No. 8

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HIGHLIGHTS: Both Houses received President's Economic Rept. House Rules Committee cleared bill to increase public debt limit. Rep. Whitten introduced and discussed bill to broaden use of disaster loan revolving fund. He also discussed his proposed bill to restore to production cotton acreage in acreage reserve program.

HIGHLIGHTS

1. ECONOMIC REPORT. Both Houses received the President's Economic Report (H. Doc. 279); to Joint Economic Committee. pp. 573-4, 576-7

The Report includes legislative recommendations as follows:

Extend Titles I and II of the Agricultural Trade Development and Assistance Act of 1954 for one year beyond June 30, 1958, and raise the present limit on permissible expenses and losses of the Commodity Credit Corporation under Title I by \$1.5 billion.

Continue the special milk program beyond June 30, 1958.

Eliminate the escalator clauses governing price supports on basic commodities under the Agricultural Act of 1949.

Authorize price supports for wheat, corn, cotton, rice, tobacco, peanuts, and dairy products to be determined administratively, within a range of from 60 to 90 percent of parity, in accordance with guidelines already established by law for almost all other agricultural commodities.

Extend the National Wool Act beyond March 31, 1959.

Eliminate acreage allotments for corn and provide discretionary authority to increase allotments of other crops.

Permit the Acreage Reserve Program to expire at the end of the 1958 crop season; strengthen the Conservation Reserve Program; and consider further consolidation of Federal activities in soil and water conservation.

Enlarge the Commodity Credit Corporation Advisory Board and assign it the role of advising the Secretary of Agriculture in the exercise of the wider discretionary authority requested.



Revise the distribution formula under Title I of the Bankhead-Jones Act to permit the allocation of a larger amount of loan funds to areas of acute need, and require States to contribute at least 25 percent of disaster-relief costs in certain emergency programs.

Extend the Trade Agreements Act for 5 years beyond June 30, 1958; permit the reduction of any duty existing on July 1, 1958 by 5 percent per year over a 5-year period, or by an equivalent total amount in not less than three stages with a maximum of 10 percent in any one year; also permit, alternatively, the reduction of any rate of duty by three percentage points ad valorem without any yearly reduction exceeding one percentage point, or the reduction of any rate to 50 percent ad valorem, if the existing duty is higher than that amount, without any yearly reduction exceeding one-third of that difference; and authorize United States membership in the Organization for Trade Cooperation.

Extend the Export Control Act beyond its expiration on June 30, 1958; amend certain customs administration provisions in the Tariff Act of 1930; and approve amendments to the Antidumping Act of 1921 to improve its administration.

Provide funds for the Development Loan Fund to finance economic development projects in underdeveloped countries, and for technical assistance under the United Nations Program.

Increase the lending authority of the Export-Import Bank.

Provide funds for the improvement of Federal economic statistics programs.

Increase statutory debt limit temporarily.

Grant wider discretionary authority to department and agency heads to set terms on private loans insured or guaranteed by the Government.

Provide funds on a temporary basis for grants to States to improve instruction and to strengthen State departments of education in the fields of science and mathematics, to identify and encourage able high school students, to provide college scholarships, and to improve State statistics on education; and funds for broader support of graduate education and the improvement and expansion of foreign language teaching in colleges and universities.

Establish an Area Assistance Administration in the Commerce Department to extend loans, research grants, and technical assistance in areas of persistent unemployment.

2. PUBLIC DEBT. The Ways and Means Committee reported (Jan. 17) without amendment H. R. 9955, to provide a temporary increase of \$5 billion in the public debt limit (H. Report 1282). The Rules Committee reported a resolution for consideration of the bill. p. 588
3. STATION TRANSFERS. The Government Operations Committee reported without amendment S. 1408, to provide allowances for transportation of house trailers to civilian employees of the U. S. who are transferred from one official station to another (H. Rept. 1285). p. 586
4. FARM PROGRAM. Rep. Moulder inserted a telegram from the Missouri Farmers Association criticizing the President's farm message as revealing "a complete lack of understanding of the farm problem and a lack of sympathy for the plight of American farmers." p. 578
5. PERSONNEL. Rep. Lane discussed his proposed bill to compensate Federal employees under certain conditions for heart disease. pp. 578-9
6. FOREIGN TRADE. Received from the Secretary of Commerce a proposed bill "to provide for continuation of authority for regulation of exports"; to Banking and Currency Committee. p. 585

PROVIDING ALLOWANCES FOR TRANSPORTATION OF HOUSE TRAILERS TO CIVILIAN EMPLOYEES OF THE UNITED STATES WHO ARE TRANSFERRED FROM ONE OFFICIAL STATION TO ANOTHER

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JANUARY 20, 1958.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. DAWSON of Illinois, from the Committee on Government Operations, submitted the following

## REPORT

[To accompany S. 1408]

The Committee on Government Operations, to whom was referred the bill (S. 1408) to provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

Your committee concurs with the recommendations of the Senate and adopts the report of the Senate, as set forth in Senate Report No. 398, 85th Congress, 1st session, which is attached and made a part hereof.

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[S. Rept. No. 398, 85th Cong., 1st sess.]

## PURPOSE

This bill, as amended, would authorize the heads of departments and agencies of the Government to pay a mileage allowance to civilian employees to cover the cost of transporting their house trailers when transferred from one official station to another, within the continental United States, within Alaska, or between Alaska and the continental United States. The bill further provides that the mileage allowance to be authorized will be controlled by relations promulgated by the President of the United States, and will be paid to employees who would otherwise be entitled to the movement of household effects at Government expense. The amount to be paid will be determined by



the head of the agency; however, in no instance would the amount exceed 20 cents a mile for transportation of house trailers or mobile dwellings.

The bill further provides that the trailers would have to be used for dwelling purposes by the employee, and their movement would have to be in connection with a permanent change in duty from one official station to another. To qualify for a mileage allowance the employee would have to be entitled to transportation of his household goods and personal effects because of a change of official duty.

#### BACKGROUND

This bill, as amended, would amend section 1 of the Administrative Expenses Act of 1946 (Public Law 600, approved August 2, 1946) by adding a new subsection (c) which would permit the payment of a mileage allowance not exceeding 20 cents a mile to civilian employees, for transportation of house trailers within the continental limits of the United States, within Alaska or between the continental United States and Alaska, in the same manner as a recent amendment to the Career Incentive Act of 1955 (69 Stat. 22), which authorizes such allowances for moving house trailers of military personnel.

The Administrative Expenses Act of 1946 authorizes payment by the Government of packing, crating, hauling, and transportation of household goods and personal effects of civilian officers and employees, when transferred from one permanent official station to another. Until the amendment to the Career Incentive Act of 1955, there was no authority of law to pay for transporting house trailers of military personnel; an employee could have his household effects moved at Government expense, but the movement of trailers would have to be made at his own expense. This entailed considerable hardship and discrimination against employees who live in house trailers, since the amendment of 1955 authorized the payment to military personnel but did not provide the same entitlement to civilian employees of the Government.

Section 2, subparagraph (13) of the Career Incentive Act of 1955 (Public Law 20, 84th Cong.) provides as follows:

\* \* \* In lieu of transportation of baggage and household effects, a member of a uniformed service who transports a house trailer or mobile dwelling within the continental United States for use as a residence and who would otherwise be entitled to transportation of baggage and household effects, under this section, shall under regulations prescribed by the Secretary concerned be entitled to a reasonable allowance, not to exceed 20 cents per mile, or to the dislocation allowance authorized in this section, whichever he shall elect.

An examination of the Joint Travel Regulations, which were issued to implement this authority, indicates that payment at the rate of 20 cents per mile where a trailer is moved by a commercial transporter, but authorizes the payment of 10 cents per mile where a trailer is moved by other than a commercial transporter. The administrative limitation contained herein is intended to provide for payment of 10 cents a mile in those instances where an employee elects to move his trailer by the use of his personally owned automobile. This procedure is followed by the military departments at the present time,

since it has been found that, in most instances, the person who moves his trailer by privately owned automobile is also paid a mileage allowance for transporting himself and his family in lieu of a per diem and subsistence allowance.

#### ESTIMATE OF COST

During the consideration of an amendment to the Career Incentive Act of 1955, testimony was given before the House Armed Services Committee that, if an employee had 5,000 pounds of household effects and was transferred from Topeka, Kans., to Fort Worth, Tex., the Government would save about \$106 by moving his personal effects and house trailer on a reimbursable basis in lieu of packing, crating, and transporting his household effects by common carrier.

When the Senate Armed Services Committee considered this measure in 1955 and reported a bill (H. R. 4720) to cover the movement of house trailers for military personnel, the report (S. Rept. 125) contained the following statement:

The committee was of the opinion that it was only equitable that a serviceman who transports his trailer for use as a residence should receive an allowance. It is significant to note that the cost to the Government will be much less by awarding the mileage allowance than it would be by shipping the man's household effects by private carrier under the prescribed weight limitations.

The committee, in reporting S. 1408, agreed that, since employees who elect to ship their household goods and personal effects, when transferred from one place of employment to another, are entitled, within limitations prescribed by regulations, to the expenses of transportation, packing, crating, temporary storage, drayage, and unpacking such items, the enactment of the proposed legislation would effect savings to the Government.

#### AGENCY COMMENTS

The enactment of S. 1408 has been approved by the Comptroller General of the United States, the Director of the Bureau of the Budget, the Chairman of the Civil Service Commission, and the Deputy Administrator of Veterans' Affairs. The comments and recommendations from these agencies follow:

COMPTROLLER GENERAL OF THE UNITED STATES,  
*Washington, March 19, 1957.*

HON. JOHN L. McCLELLAN,  
*Chairman, Committee on Government Operations,*  
*United States Senate.*

DEAR MR. CHAIRMAN: Your letter of March 4, 1957, acknowledged March 6, requests our views upon S. 1408, which would provide authority for payment of a mileage allowance of not to exceed 20 cents per mile for transportation of house trailers of civilian employees incident to transfers of their official stations.

S. 1408 appears to be patterned after similar authority enacted for the benefit of military personnel. See section 303 (c) of the Career Compensation Act of 1949, as amended, by section 2(13) of the Career Incentive Act of 1955 (69 Stat. 22).

We note that the regulations (par. 10004 of the Joint Travel Regulations) implementing section 303 (c) of the Career Compensation Act of 1949, as amended, permit payment at the rate of 20 cents per mile where the trailer is moved by a commercial transporter but authorize the payment of 10 cents per mile only where the trailer is moved by other than a commercial transporter. This administrative limitation—in cases where the trailer is moved by other than a commercial transporter—appears reasonable since the cost of transportation in such a case normally is substantially less than when the trailer is moved by a commercial transporter. Moreover, in many cases the employee who pulls his own trailer would receive a mileage allowance for the use of his privately owned automobile in traveling to his new station. This apparently would be separate from and in addition to the allowance authorized for the transportation of the trailer.

It may be that you would like to include a provision in the bill which would provide for a reduced allowance where the trailer is pulled by other than a commercial transporter or, in lieu thereof, one which would require the President to take such factor into consideration when prescribing regulations or rates in accordance with S.1408.

We offer no objection to your committee's giving favorable consideration to S. 1408.

Sincerely yours,

JOSEPH CAMPBELL,  
*Comptroller General of the United States.*

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EXECUTIVE OFFICE OF THE PRESIDENT,  
BUREAU OF THE BUDGET,  
Washington, D. C., May 24, 1957.

HON. JOHN L. McCLELLAN,  
*Chairman, Committee on Government Operations,  
United States Senate, Washington, D. C.*

MY DEAR MR. CHAIRMAN: This is in response to your request of March 4, 1957, for a report on S. 1408, a bill to provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

The bill would amend section 1 (b) of the act of August 2, 1946, as amended (5 U. S. C. 73b-1) to authorize payment of not to exceed 20 cents per mile to a civilian officer or employee who, upon change of official station, transports a house trailer or mobile dwelling within the continental United States for use as a residence. The payment would be in lieu of that presently authorized by section 1 of the act for the transportation of household goods and personal effects.

The Comptroller General has held that a house trailer does not come within the purview of the terms "household goods" and "personal effects" as used in the related regulations, Executive Order 9805, as amended. He has denied payment for the transportation of a privately owned house trailer unless the transportation cost is increased on account of the household goods and personal effects being transported (32 C. G. 367 and 451).

The enactment of this bill would provide an allowance to civilian officers and employees identical to that authorized for members of the uniform services in section 2 (13) of the Career Incentive Act of



1955 (69 Stat. 22). Views have been obtained from four of the larger agencies from which your committee did not request reports. Three reported favorably and the fourth stated that no information was available upon which a recommendation could be based. The favorable report of the Department of the Interior included the suggestion that the bill be amended to make it applicable also to house trailers transported within Alaska or between the continental United States and Alaska. The amendment suggested was the insertion of the following on page 1, line 10, of the bill after "United States": ", within Alaska, or between the Continental United States and Alaska,".

The Bureau of the Budget recommends that favorable consideration of the bill, including the suggested amendment, be given by your committee.

Sincerely yours,

(Signed) PERCIVAL F. BRUNDAGE,  
*Director.*

UNITED STATES CIVIL SERVICE COMMISSION,  
*Washington, D. C., May 24, 1957.*

HON. JOHN L. MCCLELLAN,  
*Chairman, Committee on Government Operations,  
United States Senate, Washington, D. C.*

DEAR SENATOR MCCLELLAN: This is in reply to your letter of March 4, 1957, asking for the Commission's views on S. 1408, a bill to provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

The Administrative Expenses Act of 1946 (60 Stat. 808, as amended) authorizes reimbursement for shipment of household goods and personal effects. By decision 32-CG-451, the Comptroller General ruled that house trailers "are not considered to be household goods or personal effects." By decision 32-CG-154, the Comptroller General ruled that where the personally owned trailer is towed by a personally owned automobile on the same trip on which employee transports self and family and when employee is paid mileage for use of the automobile—no reimbursement shall be provided for use of trailer in transporting household goods and personal effects. However, if the trailer is rented rather than owned by the employee, the Comptroller General has ruled that reimbursement shall be allowed at the "commuted rate" when the rented trailer is towed by the employee's personally owned automobile even though reimbursement has or will be made separately for the use of the automobile (32-CG-541 and 34-CG-29). The fact that the employee owns the trailer used for the transportation of his household goods works against him.

There are at least six other decisions of the Comptroller General that have some bearing in this matter. Some of these provide exceptions to those already cited. In our consultations with other agencies, we found a state of general confusion as to when reimbursement may or may not be made and in what amounts when trailers are used for transporting household goods and personal effects. We believe that enactment of S. 1408 would eliminate this confusion and would contribute to greater administrative efficiency.

It is our understanding that employees of the Department of Defense would be most affected by this bill. Department of Defense



has a number of scientific, technical, engineering, and administrative employees residing in trailers at project sites such as missile bases. The majority of these live in trailers because of (1) lack of adequate housing, and (2) susceptibility to geographical transfer. The enactment of this bill would help in recruiting and retaining the services of such employees.

We should like to point to a precedent for allowances when trailers are used to transport household goods. The Career Incentive Act of 1955 (Public Law 20, 84th Cong.) authorizes an allowance identical to that of S. 1408 to members of the uniformed services by amending the Career Compensation Act of 1949 (63 Stat. 804). The amendment added a subsection which states: "In lieu of transportation of baggage and household effects, a member of a uniformed service who transports a house trailer or mobile dwelling within the continental United States for use as a residence and who would otherwise be entitled to transportation of baggage and household effects, under this section, shall under regulations prescribed by the Secretary concerned be entitled to a reasonable allowance, not to exceed 20 cents per mile, or to the dislocation allowance authorized in this section, whichever he shall elect."

We believe the enactment of S. 1408 would further equity among Federal employees, would clarify an area of confusion, and would help in recruiting and retaining employees in those governmental units whose activities require a very mobile work force.

We appreciate the opportunity to comment on this bill and have been advised by the Bureau of the Budget that they have no objections to the submission of this reply to your committee.

By direction of the Commission:

Sincerely yours,

HARRIS ELLSWORTH, *Chairman.*

VETERANS' ADMINISTRATION,  
OFFICE OF THE ADMINISTRATOR OF VETERANS' AFFAIRS,  
*Washington, D. C.*

HON. JOHN L. McCLELLAN,  
*Chairman, Committee on Government Operations,  
United States Senate, Washington, D. C.*

DEAR SENATOR McCLELLAN: Further reference is made to your request for a report by the Veterans' Administration on S. 1408, 85th Congress, a bill to provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

The bill would amend section 1 (b), Public Law 600, 79th Congress, as amended, to provide for reasonable allowances, up to 20 cents per mile, for transportation within the continental United States of house trailers or mobile dwellings used as residences by employees who upon transfer of official station would otherwise be entitled to transportation of household goods and personal effects at Government expense. Civilian employees would thus be granted the same privilege given to members of the uniformed services under subsection 2 (13) of the Career Incentive Act of 1955 (Public Law 20, 84th Cong.).

Under existing law and regulations (sec. 1 (b), Public Law 600, 79th Cong., Administrative Expenses Act of 1946, as amended,

and sec. 12, Executive Order 9805, November 25, 1946, as amended by Executive Order 10196, December 20, 1950), reimbursement on a commuted basis is authorized to be made to civilian employees who, on permanent change of station, for the convenience of the Government, transport their household goods and personal effects in privately owned vehicles. The Comptroller General has ruled consistently, however, that house trailers, as distinguished from the contents, are not within the purview of the terms "household goods" and "personal effects" as used in section 12, Executive Order 9805, as amended. Therefore, in order to support a claim for reimbursement of the costs of transporting household goods and personal effects by trailer, it has been held that the employee must produce evidence of that part of the cost of transporting the trailer which is directly attributable to the goods and effects which it contains.

The difficulties experienced by Federal employees in supporting such claims on the required basis are illustrated by the following instances in which reimbursement was denied because of insufficient evidence of additional expense caused by the movement of household effects:

1. Employee's house trailer towed by his own automobile. Employee furnished weight slips showing empty and loaded weight of trailer, and certified that the loaded weight included only his household goods (Comptroller General's Decision B-128703, August 27, 1956).

2. Employee's house trailer towed by hired mover whose charges were the same for towing an empty trailer as for a loaded trailer (32 Comp. Gen. 367, February 18, 1953).

It should be noted that under section 1 (a) of Public Law 600, 79th Congress, as amended, employees who elect to ship their household goods and personal effects are entitled, within limitations, to the expenses of transportation, packing, crating, temporary storage, drayage, and unpacking of such items.

It is not believed that enactment of the bill would materially increase the travel costs of the Veterans' Administration.

It would appear from the foregoing that civilian employees who, by necessity or choice, reside in house trailers are in a disadvantageous position as to their travel expenses involved in a change of official station. The allowances proposed by S. 1408 therefore seem desirable and would place such employees on a parity with members of the uniformed services similarly situated.

Advice has been received from the Bureau of the Budget that there would be no objection to the submission of this report to the committee.

Sincerely yours,

JOHN S. PATTERSON,  
*Deputy Administrator*

(For and in the absence of H. V. Higley, Administrator).

CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as passed by the Senate, are shown as follows (new matter is printed in italics, existing law in which no change is proposed is shown in roman):

ADMINISTRATIVE EXPENSES ACT OF 1946 (60 STAT. 806,  
CHAPTER 744-772)

*	*	*	*	*	*	*
SEC. 1.	*	*	*			
*	*	*	*	*	*	*

(b) In lieu of the payment of actual expenses of transportation, packing, crating, temporary storage, drayage, and unpacking of household goods and personal effects, in the case of such transfers between points in continental United States, reimbursement shall be made to the officer or employee on a commuted basis (not to exceed the amount which would be allowable for the authorized weight allowance) at such rates per one hundred pounds as may be fixed by zones in regulations prescribed by the President. *Under such regulations as the President may prescribe, any civilian officer or employee who transports a house trailer or mobile dwelling within the continental United States, within Alaska, or between the continental United States and Alaska, for use as a residence and who would otherwise be entitled to transportation of household goods and personal effects under subsection (a) shall be entitled to a reasonable allowance, not to exceed 20 cents per mile, in lieu of such transportation.*

*	*	*	*	*	*	*
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# Union Calendar No. 503

85TH CONGRESS  
2D SESSION

## S. 1408

[Report No. 1285]

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### IN THE HOUSE OF REPRESENTATIVES

JUNE 7, 1957

Referred to the Committee on Government Operations

JANUARY 20, 1958

Committed to the Committee of the Whole House on the State of the Union  
and ordered to be printed

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## AN ACT

To provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

1       *Be it enacted by the Senate and House of Representa-*  
2   *tives of the United States of America in Congress assembled,*  
3   That section 1 (b) of the Act entitled "An Act to author-  
4   ize certain administrative expenses in the Government serv-  
5   ice, and for other purposes", approved August 2, 1946, as  
6   amended, is amended by adding at the end thereof the fol-  
7   lowing: "Under such regulations as the President may  
8   prescribe, any civilian officer or employee who transports a  
9   house trailer or mobile dwelling within the continental  
10  United States, within Alaska, or between the continental



1 United States and Alaska, for use as a residence and who  
2 would otherwise be entitled to transportation of household  
3 goods and personal effects under subsection (a) shall be  
4 entitled to a reasonable allowance, not to exceed 20 cents  
5 per mile, in lieu of such transportation.”

Passed the Senate June 6, 1957.

Attest:

FELTON M. JOHNSTON,

*Secretary.*



85TH CONGRESS  
2D SESSION

**S. 1408**

[Report No. 1285]

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# AN ACT

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To provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

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JUNE 7, 1957

Referred to the Committee on Government Operations

JANUARY 20, 1958

Committed to the Committee of the Whole House on the State of the Union and ordered to be printed







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued February 4, 1958  
For actions of February 3, 1958  
85th-2d, No. 17

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HIGHLIGHTS: Sen. Williams criticized drought-relief payments to racehorse owner. Sen. Humphrey urged greater USDA disaster relief in Minn. Sen. Humphrey criticized dairy price support reduction.

## SENATE

- FARM LOANS; DISASTER RELIEF.** Sen. Humphrey criticized the USDA rejection of recommendations for an emergency feed and seed program for some Minn. counties in the summer of 1957, and inserted various materials on the situation at the time. pp. 1276-82  
Sen. Williams criticized a racehorse owner for accepting feed under the emergency drought relief program and for signing an application blank stating that he could not pay for the feed himself, and cited the case as an example of abuses possible when the Federal Government does not require State-cost-sharing. pp. 1321-2
- DAIRY PRICE SUPPORTS.** Sen. Humphrey criticized the announced reduction in dairy price supports and inserted two messages from creameries urging opposition to any further cuts in dairy price support. p. 1276
- FOREIGN TRADE.** Sen. Douglas, with comments by Sens. Clark, Cooper, Kefauver, Neuberger, and Javits, urged extension of the Reciprocal Trade Agreements Act and joining the Organization for Trade Cooperation, and inserted various exhibits on trade policy. pp. 1287-9, 1289-1310

Sen. Smith urged support for extension of the Reciprocal Trade Agreements Act and inserted an editorial commending the program. pp. 1269-70.

The Banking and Currency Committee ordered reported without amendment S. 3149, to increase the lending authority of the Export-Import Bank. p. D71

Both Houses received from the Tariff Commission a proposed bill to extend the "inspection and subpoena powers" of the Commission; to S. Finance Committee and H. Ways and Means Committee. pp. 1261, 1361

4. FOREIGN AID. Sen. Smith inserted an article, "Foreign Investment and Industrial Development," by Deputy Under Secretary of State for Economic Affairs Dillon. pp. 1270-2.

Sen. Clark criticized the refusal of the Secretary of State to allow CARE to give food to Egyptian children, and inserted an editorial stating, "This seems to be penalizing children for the policies of their government." p. 1286

5. WATER RESOURCES; ELECTRIFICATION. Sens. Magnuson and Jackson became co-sponsors of Sen. Neuberger's bill, S. 3114, to establish the Columbia River Development Corporation. p. 1268

Sen. Neuberger commended the report of the Ore. Water Resources Board on the development of the resources of the middle Snake River, and inserted their conclusions. pp. 1283-4

REPORT.

6. GAO. Both Houses received from the Comptroller General a report of the activities of GAO for the fiscal year 1957. pp. 1261, 1361.

7. SOIL BANK. Received a Miss. Legislature resolution urging that sufficient funds be made available to allow all farmers desiring to do so to enter the soil bank. p. 1262.

8. FAMILY FARM. Received a S. C. legislature resolution urging that greater attention be paid programs for the small farmer lest he be forced to leave the farm and move into industrialized areas. p. 1262

9. INFORMATION; RECORDS. Sen. Proxmire's name was added as co-sponsor to Sen. Hennings' bill, S. 921, to revise the laws relating to the authority of Federal officers to withhold information or records (Jan. 31). p. 1209

10. LIVESTOCK DISEASE. Sen. Neuberger's name was added as co-sponsor to Sen. Proxmire's bill, S. 3183, to extend the brucellosis eradication program for 2 years. (Jan. 31). p. 1209

11. PERSONNEL. Sen. Carlson pointed out a "technical deficiency" in his bill. S. 3052, to revise the basic compensation schedules of the Classification Act of 1949, and stated he would offer amendments to conform the bill to his section analysis, submitted Jan. 16 (Jan. 31). p. 1209

HOUSE

12. STATION TRANSFERS. Passed without amendment S. 1408, to provide allowances for transportation of house trailers to civilian employees who are transferred from one official station to another. This measure will now be sent to the President. p. 1342

13. WATERSHEDS. Passed over, at the request of Rep. Weaver, H. R. 5497, to authorize Federal assistance for certain fish and wildlife development projects under the Watershed Protection and Flood Prevention Act. p. 1342



### THE EARTH SATELLITE

(Mrs. ST. GEORGE asked and was given permission to address the House for 1 minute and to revise and extend her remarks.)

Mrs. ST. GEORGE. Mr. Speaker, we all have cause to rejoice today. The American satellite is in the sky and is circling the globe and acting according to schedule. This bears out the truth of the words of the Chairman of the Atomic Energy Commission, Lewis L. Strauss, who recently said:

There is no place in our thinking for pessimism, gloom, despair.

There has been too much pessimism, gloom, and despair, especially among the editorial writers and columnists in this country. What has not been sufficiently stressed is the fact that our scientists over a year ago announced that we would launch this satellite in the first 6 months of the geophysical year. This we have done. So, I think we can say, Mr. Speaker, "Well done." We are not complacent; we will keep up the work. We have proved ourselves, and we have good cause to cheer.

### LAUNCHING OF SATELLITE

(Mr. HENDERSON asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. HENDERSON. Mr. Speaker, in its launching of a satellite on last Friday night our Nation has lived up to the expectations of the people of the free world. We have again demonstrated our characteristic ability to keep pace, and to excel. The Explorer will provide us with scientific data which could not have been obtained by sensational, hasty flights into space. It is significant that the Explorer has probed further into space than its Russian predecessors and has thereby probed the unknown and can provide us with much-needed information on the temperature, radiation, and meteorite environment that it encounters, information which will be made available to scientists everywhere, so that all men and all nations may benefit from this great event.

I am sure that we are all thankful to the men of science, industry, military, and Government who have made this momentous occasion possible.

The event demonstrates once again our ability to respond to a challenge, both of a military and a scientific nature. It also vindicates the program of the administration in both the missile and the satellite fields. The Explorer took its place in outer space under the guidance and financing of that program.

Let us keep that in mind as we are pressed to recklessly and hastily substitute money for diligence and proper direction in the missile and satellite program.

### LAUNCHING OF SATELLITE EXPLORER

(Mr. ARENDS asked and was given permission to address the House for 1

minute and to revise and extend his remarks.)

Mr. ARENDS. Mr. Speaker, last October Russia successfully launched the satellite, sputnik. It was dramatic evidence of the technological advances being made by Soviet Russia. The incident stimulated a healthy national concern as to our own military-defense posture and our technological progress in the field of missiles and satellites.

Unfortunately, some in this country sought to fan this public concern into a hysteria with talk of urgency, emergency, and need for crash programs. These various statements were obviously designed to give the people the impression that our whole defense status and planning was being neglected.

The fact is that during these last few years real impetus has been given to the development of long-range ballistic missiles as the weapon of the future. The first year the United States spent as much as a million dollars on strategic ballistic missiles was as recently as fiscal year 1953.

The launching of our satellite Jupiter C, nicknamed the Explorer, is conclusive proof of what has been accomplished in these last few years and what we may expect in the years ahead. It proves our capabilities. I hope this achievement puts to an end any and all attempts to interject politics in defense matters. It has always been my view that no one, at any time, under any circumstances, should try to make political capital out of national-defense questions.

This is the objective manner in which our Committee on Armed Services continues to operate as we proceed with our intensive and objective study of all phases of our Defense Establishment.

### A RESOLUTION TO AWARD POSTHUMOUSLY CONGRESSIONAL MEDALS OF HONOR TO THE FOUR CHAPLAINS

(Mr. RODINO (at the request of Mr. McCORMACK) was given permission to extend his remarks at this point in the Record.)

Mr. RODINO. Mr. Speaker, the memory of man is sometimes dulled with the passage of years. However, though it has been 15 years since that fatal and memorable day of February 3, 1943, the faith and courage displayed by the four chaplains of the famous troopship *Dorchester*, should ever be a challenge and inspiration to every American.

While the Soviet rulers spread fear and frenzy by reaching for the moon with their sputnik men and sputnik missiles, we in America can ever be grateful that we can freely reach out with outstretched arms in prayer to God Almighty. And, so long as there are dedicated men such as the four chaplains, America need not fear.

Last year, Mr. Speaker, I introduced my bill, H. R. 5089, to authorize the award posthumously of Congressional Medals of Honor to the four chaplains: George L. Fox, Alexander D. Goode, Clark V. Poling, and John P. Washington.

These heroic men whose significant act of true faith in American unity gave their lives to a cause which to them was greater than the phrase "above and beyond the call of duty" or "their lives in the service of their country." It was indeed a sacrifice most high. It was my privilege last year, Mr. Speaker, to author a resolution to set aside Sunday, February 3, 1957, as a day of observance in the memory of these four chaplains. I now ask the House to act on H. R. 5089 as a proper and fitting tribute to an act of greatness in the names of the four chaplains.

### ESTABLISHMENT OF HOSPITAL IN SOUTHEAST SECTION OF WASHINGTON, D. C.

Mr. McCORMACK. Mr. Speaker, I ask unanimous consent that on Wednesday next it will be in order for the chairman of any member of the Committee on the District of Columbia having charge of the bill, to call up for consideration the bill S. 1908 which is a bill, I understand, unanimously reported out of the Committee on the District of Columbia, to authorize the establishment of a hospital in the southeast section of the city of Washington. This is a matter of great importance.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

(Mr. BONNER asked and was given permission to extend his remarks at this point in the Record and to include extraneous matter.)

[Mr. BONNER'S remarks will appear hereafter in the Appendix.]

### CONSENT CALENDAR

The SPEAKER. This is Consent Calendar Day. The Clerk will call the first bill on the Consent Calendar.

### INCREASING BENEFITS TO WIDOWS OF FORMER EMPLOYEES OF LIGHTHOUSE SERVICE

The Clerk called the bill (S. 235) to increase from \$50 to \$75 per month the amount of benefits payable to widows of certain former employees of the Lighthouse Service.

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. WEAVER. Mr. Speaker, I ask unanimous consent that the bill be passed over without prejudice.

The SPEAKER. Is there objection to the request of the gentleman from Nebraska?

There was no objection.

### DISPOSAL OF CERTAIN UNCOMPLETED NAVAL VESSELS

The Clerk called the bill (H. R. 4547) to authorize the disposal of certain uncompleted vessels.

Mr. NATCHER. Mr. Speaker, I ask unanimous consent that the bill be passed over without prejudice.



The SPEAKER. Is there objection to the request of the gentleman from Kentucky?

There was no objection.

#### AMENDING THE ORGANIC ACT OF GUAM

The Clerk called the bill (H. R. 4215) amending sections 22 and 24 of the Organic Act of Guam.

Mr. GROSS. Mr. Speaker, I ask unanimous consent that the bill be passed over without prejudice.

The SPEAKER. Is there objection to the request of the gentleman from Iowa? There was no objection.

#### RECREATIONAL ASPECTS OF WATERSHED PROTECTION PROJECTS

The Clerk called the bill (H. R. 5497) to amend the Watershed Protection and Flood Prevention Act.

Mr. WEAVER. Mr. Speaker, I ask unanimous consent that the bill be passed over without prejudice.

The SPEAKER. Is there objection to the request of the gentleman from Nebraska?

There was no objection.

#### MONUMENT SYMBOLIZING IDEALS OF DEMOCRACY

The Clerk called the bill (H. R. 8290) to authorize the erection of a national monument symbolizing the ideals of democracy in the fulfillment of the act of August 31, 1954 (68 Stat. 1029), "An act to create a National Monument Commission, and for other purposes."

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. SHEPPARD, Mr. SIKES, and Mr. MILLER of California objected.

#### AMENDMENT OF BANKRUPTCY ACT

The Clerk called the bill (H. R. 982) to amend section 77 (c) (6) of the Bankruptcy Act.

Mr. WEAVER. Mr. Speaker, I ask unanimous consent that the bill be passed over without prejudice.

The SPEAKER. Is there objection to the request of the gentleman from Nebraska?

There was no objection.

#### FISH FARMING

The Clerk called the bill (S. 1552) to authorize the Secretary of the Interior to establish a program for the purpose of carrying on certain research and experimentation to develop methods for the commercial production of fish on flooded rice acreage in rotation with rice-field crops, and for other purposes.

Mr. PELLY. Mr. Speaker, I ask unanimous consent that the bill be passed over without prejudice.

The SPEAKER. Is there objection to the request of the gentleman from Washington?

There was no objection.

#### CONVEYANCE OF PROPERTY TO CITY OF ROSEBURG, OREG.

The Clerk called the bill (H. R. 6995) to amend Public Law 883, 84th Congress, to provide for the conveyance of certain additional property of the United States to the city of Roseburg, Oreg., and for other purposes.

Mr. CUNNINGHAM of Iowa. Mr. Speaker, the Bureau of the Budget opposes this bill. I ask unanimous consent that it be passed over without prejudice.

The SPEAKER. Is there objection to the request of the gentleman from Iowa? There was no objection.

#### ALLOWANCES FOR TRANSPORTATION OF HOUSE TRAILERS

The Clerk called the bill (S. 1408) to provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

There being no objection, the Clerk read the bill, as follows:

*Be it enacted, etc.,* That section 1 (b) of the act entitled "An act to authorize certain administrative expenses in the Government service, and for other purposes," approved August 2, 1946, as amended, is amended by adding at the end thereof the following: "Under such regulations as the President may prescribe, any civilian officer or employee who transports a house trailer or mobile dwelling within the continental United States, within Alaska, or between the continental United States and Alaska, for use as a residence and who would otherwise be entitled to transportation of household goods and personal effects under subsection (a) shall be entitled to a reasonable allowance, not to exceed 20 cents per mile, in lieu of such transportation."

The bill was ordered to be engrossed and read a third time, was read the third time, passed, and a motion to reconsider was laid on the table.

#### FOURTH INTERNATIONAL AUTOMATION CONGRESS AND EXPOSITION

The Clerk called the joint resolution (H. J. Res. 347) authorizing and requesting the President to invite the several States and foreign countries to take part in the Fourth International Automation Congress and Exposition to be held in the New York Coliseum at New York, N. Y., from June 9 to 13, 1958.

The SPEAKER. Is there objection to the present consideration of the joint resolution?

Mr. GROSS. Reserving the right to object, Mr. Speaker, I should like to ask someone a question about this joint resolution. Does it provide that we pay the expenses of foreign representatives coming to this country for this particular congress and exposition?

The SPEAKER. Unless there is someone here to explain it, the Chair suggests the joint resolution be passed over without prejudice.

Mr. GROSS. Mr. Speaker, I ask unanimous consent that the joint resolution be passed over without prejudice.

The SPEAKER. Is there objection to the request of the gentleman from Iowa? There was no objection.

#### SECOND ANNUAL UNITED STATES WORLD TRADE FAIR

The Clerk called the joint resolution (H. J. Res. 509) authorizing the President to invite the States of the Union and foreign countries to participate in the Second Annual United States World Trade Fair to be held in New York City, N. Y., from May 7 to 17, 1958.

Mr. GROSS. Mr. Speaker, I ask unanimous consent that the joint resolution be passed over without prejudice.

The SPEAKER. Is there objection to the request of the gentleman from Iowa? There was no objection.

#### INTERNATIONAL RULES OF JUDICIAL PROCEDURE

The Clerk called the bill (H. R. 4642) to establish a commission and advisory committee on international rules of judicial procedure.

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. ASPINALL. Reserving the right to object, Mr. Speaker, and I do not intend to object if I get the right answers to my questions, will someone who is interested in this bill tell us approximately what it will cost?

Mr. WALTER. As far as we know, the cost will be very nominal, because the study contemplated will not require the establishment of a large staff. Further, with the exception of the amendment including two representatives to be appointed by the Attorney General and two who are officials of State governments, this bill is identical with a bill that passed the House by unanimous consent during the last Congress.

Mr. ASPINALL. The gentleman from Colorado understands that, but this has an open-end authorization for an appropriation. If the gentleman will tell me what the extent of the appropriation may be, I am likely to withdraw my reservation.

Mr. WALTER. I could not imagine the cost's exceeding \$5,000 at the most.

Mr. CELLER. If the gentleman will yield, I agree with the gentleman from Pennsylvania that the cost would be very nominal, at most possibly to defray the cost of some representative abroad. Most of the work will be done here by members of the American Bar Association and various other bar associations, as well as the State Department.

Mr. ASPINALL. I withdraw my reservation of objection, Mr. Speaker.

Mr. GROSS. Mr. Speaker, reserving the right to object, this provides simply for a commission to study international rules of judicial procedure; is that correct?

Mr. WALTER. Precisely. And it is not contemplated that any legislation will be enacted, of course, without consultation with the appropriate congressional committee.

Mr. GROSS. It provides no legislation?

Mr. WALTER. It does not provide for any legislation at all.

Mr. GROSS. Mr. Speaker, I withdraw my reservation of objection.





Public Law 85-326  
85th Congress, S. 1408  
February 12, 1958

AN ACT

72 Stat. 14.

To provide allowances for transportation of house trailers to civilian employees of the United States who are transferred from one official station to another.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That section 1 (b) of the Act entitled "An Act to authorize certain administrative expenses in the Government service, and for other purposes", approved August 2, 1946, as amended, is amended by adding at the end thereof the following: "Under such regulations as the President may prescribe, any civilian officer or employee who transports a house trailer or mobile dwelling within the continental United States, within Alaska, or between the continental United States and Alaska, for use as a residence and who would otherwise be entitled to transportation of household goods and personal effects under subsection (a) shall be entitled to a reasonable allowance, not to exceed 20 cents per mile, in lieu of such transportation." Transportation allowances, trailers. 60 Stat. 806. 5 USC 73b-1.

Approved February 12, 1958.



*Journal of Management Studies*, 19(1), 67-80.

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